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SECOND ANNUAL REPORT
OF THE

[CENTRAL PLANNING BOARD]

TO THE
BOARD OF COMMISSIONERS
OF THE

CITY OF NEWARK

SEPTEMBER 6, 1945 ✓

CENTRAL PLANNING BOARD OF THE CITY OF NEWARK

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September 6, 1945.

To the Honorable, the Mayor and the
Board of Commissioners of the City of
Newark, New Jersey.

Gentlemen:

The Central Planning Board of the City of Newark, established by ordinance of the Board of Commissioners, has been busily engaged since it organized August 2, 1943. During that time thirty formal meetings and numerous conferences have been held at which we have considered many matters of public interest and have submitted several detailed reports which, together with other reports still to be made, will comprise the Comprehensive Master Plan for the City of Newark.

Our preliminary planning was done during a period of great stress when the principal concern of all was the prosecution of the war effort. Now, with a reconversion period before us, it seems advisable in submitting this annual report to briefly review our activities these past two years and to outline our preliminary thoughts on other matters which will be submitted to the Board of Commissioners in detailed reports at later dates.

Post-War Planning.

Great changes affecting the home life, employment and business endeavors of every individual have taken place during

the past epoch making month. Our Armed Forces and our Allies have achieved a complete victory in battle. Immediately following this victory our governmental leaders set into motion important directives designed to provide rapid and orderly transition from an all-out war effort to a peace-time economy. No matter how well organized and efficiently planned, this tremendous change-over will necessarily bring temporary conditions of unemployment, mass movements of people and family readjustments.

It was in preparation for such an eventuality that the Board of Commissioners when establishing the Central Planning Board placed with it the responsibility for co-ordinating the post-war plans of the various City departments. In discharge of this responsibility the Planning Board, on July 26, 1944, submitted to the City Commission a Post-War Public Works Construction Program to be carried out during the first five post-war years.

Our studies at that time indicated that private industry could, with only slight interruption, provide employment for all workers including the returning veterans and those formerly engaged in war production. With this thought in mind, coupled with a knowledge of the physical and financial requirements of the City, our Post-War Program was designed principally to arrest population decline, stabilize property values, provide urgently needed new public facilities and to catch up on deferred maintenance and provide replacement of worn-out plant.

The program comprised the following projects, estimated to cost \$14,900,000, of which ten million is to be derived from new bond issues and the balance is to be financed from operating revenues of self-liquidating projects and from Federal and State appropriations for highway construction:

Street reconstruction.....	\$2,000,000.00.
Water system improvements	2,400,000.00.
Dayton Street School.....	560,000.00.
City Hospital improvements.....	1,750,000.00.
South-side intercepting sewer	1,400,000.00
Raymond Boulevard extension.....	2,500,000.00
Parking lot improvements and public improvements in redevelopment areas	2,940,000.00
Improvements to police and fire department buildings.....	450,000.00
Garbage incinerator	<u>900,000.00</u>
Total	\$14,900,000.00

It was pointed out in the report that the favorable bond retirement schedule under which the City is now operating will permit the floating of the proposed ten million dollar bond issue without increasing the present high tax rate. In fact, adherence to the program as outlined will produce the urgently needed improvements while at the same time the tax rate will reduce from the present 5.30 rate to 4.94 in 1950.

It was estimated that these projects would provide approximately 2,200 jobs of four year duration. Many additional projects are planned by County, State and Federal agencies and hundreds of other projects are planned by private enterprise, all of which will provide a pool of jobs to take up any employment slack and add to the general prosperity of the community.

Our report recommended that local public works projects should be scheduled for construction when labor and materials become available. At the same time, however, we advised that care should be taken to avoid competition with private enterprise for the limited supply of labor and materials which will be available immediately following peace. The contract plans and specifications for local public works should be completed and held in reserve while the actual construction should be deferred for periods of extended unemployment so as to serve as a pump-primer in stimulating private industry.

Acting on applications prepared by the Planning Board and filed by the City Commission, the State Department of Economic Development has allocated \$32,594.79 to City departments for the preparation of plans and specifications for certain post-war public works. In addition, \$31,279.62 has been allocated to the Board of Education from the same source. These funds are to be matched by equal contributions of City funds or services.

Projects for which plans have not been advanced are the City Hospital improvements, Raymond Boulevard extension,

improvements to police and fire department buildings and the construction of the garbage incinerator. Contract plans and specifications for the hospital and Raymond Boulevard extension should be started without delay while more time can be allowed for preparing the plans for the police and fire department improvements. Plans and specifications for an incinerator are customarily prepared by the contractor who will erect the plant. In the case of the City Hospital project, we understand that the Director of Public Affairs intends to make application to the Federal Works Agency for planning funds. We respectfully urge prompt filing of this application while these funds are still available.

Housing.

One of the greatest needs of Newark is the redevelopment of its slum areas and rehabilitation of its blighted areas, so as to provide decent living accommodations for a large portion of our citizens now living in sub-standard housing and to curb the ever-increasing depreciation of realty values caused by the spreading blight.

There is a growing need for additional housing accommodations. The greatest immediate housing need is for those families who are being dispossessed through the sale of their rented quarters and for families of service men and veterans who want to re-establish their homes. Delay will be experienced in obtaining sponsors and financing for new housing. Even if this

delay could be eliminated a period of twelve to eighteen months would be required for construction and making ready for occupancy any substantial number of new dwelling units. To meet the immediate need, the Planning Board and the Housing Authority are investigating the possibility of the Federal Government providing temporary housing in Newark in the form of trailers or demountable units. It may be necessary to resort to such temporary housing to meet the shortage which day by day is becoming more critical.

The Central Planning Board took an active part in supporting the Redevelopment Companies' Law which was adopted by the State Legislature last year. This law provides certain inducements for the investment of private capital in redevelopment housing projects located in what are now obsolete or slum areas. To demonstrate what might be accomplished by private capital under the Redevelopment Companies' Law, the Planning Board prepared plans for a large-scale redevelopment project designed to completely rebuild twenty-eight city blocks in one of our worst slum areas. This project would replace the dilapidated, worn out and insanitary housing now found in this congested neighborhood with a new self-contained neighborhood of modern fireproof apartment buildings located in a parklike setting complete with adequate recreation and community facilities. This single project would contain 3,100 dwelling units and cost approximately \$19,000,000. The plan has been submitted by the Mayor and the Planning Board

to The Prudential Insurance Company with the suggestion that the Prudential finance, construct and operate this project. This is but one of many projects which must be undertaken by private enterprise if Newark is to succeed in eliminating its slums, stabilize property values and arrest population decline.

Another very important phase of the housing program is that of providing additional public housing units for the under privileged or low income group. The Planning Board is cooperating with the Housing Authority of the City of Newark in furthering this work. The City Commission has approved an application which the Housing Authority has submitted to the Federal Public Housing Authority for a Federal appropriation to construct 5,580 new low-rent units during the first three post-war years. This program will cost approximately 32 million dollars and is dependent upon receiving Federal approval and appropriation. Meanwhile the Housing Authority is preparing a request to the City Commission for a loan of \$15,000 to commence preliminary planning of this program. The Planning Board favors this request and, if and when such funds are made available, the Planning Board will work with the Housing Authority in the selection of sites and the type of projects to be undertaken, so as to assure proper co-ordination with the Comprehensive Master Plan which we hope ultimately will be achieved.

On May 2, 1945 the Planning Board submitted a preliminary report to the Board of Commissioners on "Housing Conditions and Policy for Newark, New Jersey." This report recommended a

long-range program designed to gradually eliminate the slums, rehabilitate the blighted areas and protect the good residential neighborhoods. It envisions the construction of 55,500 new dwelling units and the rehabilitation and modernization of 22,000 other dwelling units during the next twenty-five years, which is believed to be the extent of Newark's housing requirements if we are to keep pace with demands from new families and eliminate the present sub-standard accommodations. The cost of this program is estimated to be in excess of \$300,000,000 with the bulk of the financing to be provided by private enterprise. The projects recited above, totaling 8,680 new dwelling units, represent an auspicious start toward attaining our long-range objective.

Streets and Highways.

On October 25, 1944, the Central Planning Board submitted to the Board of Commissioners a preliminary report entitled "Plans for Extension and Enlarged Approaches to the New Passaic River Bridge". This report dealt with recommendations of the Planning Board that the State's plan for this improvement be revised so as to move the bridge structure one block farther north at Broad Street and provide enlarged connecting ramps at McCarter Highway and at Broad Street so as to avoid traffic congestion and hazards at these heavily traveled intersections. Our plan also advocated extension of the bridge highway to a proposed traffic interchange at Clifton and Eighth

Avenues rather than the Boylen Street terminus proposed by the State.

Our Board has held several conferences with the State Highway Department engineers in an endeavor to effect these revisions. Scaled models of both the State's plan and the Planning Board's plan have been made and meetings have been held with representatives of the Board Street and Merchants Association, Chamber of Commerce, Citizens' Advisory Committee, Real Estate Board and Labor Organizations, at which these models have been displayed and the features of both plans explained.

Determination of the final design of these approaches has not yet been made by the State Highway Commissioner, but it appears at this time that the State's plan will be modified to facilitate traffic movements on Broad Street at the Lockasenne Station and the State has agreed to extend the Highway to Clifton and Eighth Avenues. In turn, the Planning Board is ready to recommend acceptance by the City of minor changes offered by the State at McCarter Highway and has suggested to the State that they accept the City's plan at Broad Street with a revision to eliminate any necessity of disturbing the historic Rectory building or the House of Prayer.

As a further development of the plan for this new Passaic River Bridge (Route 20-A - William A. Stickel Memorial

Bridge), the Planning Board has recommended that a grade-separated freeway be constructed by the State Highway Department from the bridge terminus at Clifton Avenue to West Orange connecting there with a County road leading to Route 10 traffic circle at Livingston. This plan has been discussed with representatives of the Planning Boards of West Orange, Orange and East Orange, all of which have approved the plan. Since then the plan has been submitted to the State Highway Commissioner and is now being studied by his department. This freeway would provide a ready means of access from the western suburbs to the downtown business district of Newark by way of Raymond Boulevard which as part of our Street Plan would be improved and extended to the proposed traffic interchange at Clifton and Eighth Avenues. Motorists using these improvements could safely traverse the distance between downtown Newark and West Orange in about twelve minutes whereas now twenty-five to thirty minutes' time is required to travel the same distance.

The Planning Board's preliminary report on a Major Streets and Highway Plan is now in preparation. In addition to recommending revisions in the State's original plan for the new Passaic River Bridge, construction of a freeway to West Orange and extension of Raymond Boulevard to Clifton and Eighth Avenues, this report will recommend certain other highway constructions, street widenings, extensions and improvements. One plan under consideration is the improvement of Raymond

Boulevard from the Pennsylvania Station to its connection with Pulaski Skyway at Lockwood Street by making Raymond Boulevard a dual highway using the present roadbed for eastbound traffic and the old Morris Canal right-of-way for westbound traffic. The plan contemplates a parkway treatment with a landscaped dividing strip between the two traffic lanes and a park and promenade along the river bank. Realization of this project would result in a beautified approach to the City for traffic and an additional recreation spot for those living in what is now a congested rundown neighborhood.

Another plan under consideration would utilize the Morris Canal right-of-way from Orange Street to the Belleville line for a thoroughfare leading into the business center from the northerly suburbs. This plan would require the construction of a roadbed over the depressed canal bed so as to maintain the present trolley-subway lines. Right-of-way costs would be kept to a minimum because most of the property required is already owned by the City.

A limited access freeway similar to the one proposed to West Orange is being considered for the relief of traffic congestion on Springfield and Clinton Avenues. This freeway would lead to the business center of Newark from the westerly suburbs of Irvington, Newark, Millburn, etc. Because of its widespread use and connection with State Route 34 it would seem

to be a logical project for State sponsorship.

an improved north-south thoroughfare contemplating the connecting, widening and improvement of Mt. Prospect Avenue, Clifton Avenue, Norfolk Street, Jones Street and Belmont Avenue is being considered as a logical project for the County to construct.

Improved access from neighboring communities to Newark Airport and the industrial section of Newark is needed and will be provided in our Street Plan.

Another major consideration in the Streets and Highway report will be plans providing for additional offstreet parking facilities in the downtown business district. Field surveys have already been made to determine existing facilities and to list sites not now used for the purpose which would be suitable for additional offstreet parking lots and garages. Particular attention is being given to city-owned properties or properties which might be acquired by the city through tax lien foreclosure. In furtherance of the parking study, the Planning Board has arranged with the Broad Street and Merchants Association for a survey of customers in the downtown stores and is also arranging with the management of large office buildings for a survey of the employees in downtown offices to determine their parking habits and requirements.

Zoning

The members of the Planning Board have made a detailed study of the present zoning ordinance and we soon will be prepared to submit recommendations to the City Commission for certain revisions of the ordinance which we feel are necessary to strengthen the protection afforded by zoning. These changes will have the effect of modernizing the zoning ordinance to conform with our plans for redevelopment areas, street changes, industrial development, etc.

Port Newark

Another phase of the comprehensive master plan now in preparation in which the Board's staff has been devoting much time and study is the City-owned facilities at Port Newark comprising the seaport and airport.

These facilities, representing an investment of City funds in excess of thirty million dollars and still only partially improved, are extremely important to the Planning Program because of their effect on the City's finances and because they comprise the only large areas of vacant land available for industrial development.

Our report will treat with the financial aspects, industrial development and administrative policies involved

of this tremendous potential asset which to now has been such a financial liability.

The preliminary draft of this report is now being written and should be ready in finished form for suemittal to the City Commission about October 15th.

Basic Reports

Before undertaking studies of specific projects, the Planning Commission determined the basic assumptions and objectives to be attained. These were submitted to the City Commission on March 4, 1944 in a preliminary report entitled "The Scope of the City Plan".

Following in sequence were certain basic studies (1) dealing with past, present and probable future trends in Newark's population, employment, housing, commerce and industry. This study was submitted to the City Commission in a preliminary report entitled "Background and Character of the City" submitted on April 28, 1944. (2) An analysis of past, present and probable future population trends, which, according to the preliminary study that Newark's population will slowly but steadily increase to reach a peak of 473,000 by 1970, and is the population on which the present comprehensive plan is based. This study was submitted to the City Commission on October 10, 1944, and entitled "Past,

Presented a report titled "Future Development of Newark, New Jersey", and (3) a study of the use of the city of Newark as a detailed field check on the use of the individual public utility companies and which has been a study of the use of the city of Newark as a detailed field check on the use of the individual public utility companies and which has been a study of the use of the city of Newark as a detailed field check on the use of the individual public utility companies. This preliminary report, entitled "Data on Newark, New Jersey" was submitted to the City Commission on June 15, 1945.

Unfinished Portion of the City Plan

Other detailed studies which will be the subject of preliminary reports to the City Commission are the following: the completion of the study of the use of the city of Newark as a detailed field check on the use of the individual public utility companies, with the approximate date on which they are scheduled.

Local Transportation Facilities.....	December 1, 1945
Transportation - Truck, Rail, Water, Air.....	February 1, 1946
Parks, Playgrounds, Recreational Facilities and Public Schools.....	July 1, 1946
Public Buildings and Land.....	September 1, 1946
Appearance of City.....	October 15, 1946
Capital Expenditure Program.....	December 1, 1946
Administrative Policy and Practice....	December 1, 1946

Other Reports

From time to time the City Commission or the individual

Commissioners have referred matters affecting the Planning Program to the Board of Planning for investigation and report. Our Board welcomes such requests and exerts every effort to furnish complete and accurate information.

Some of these matters are listed below:

December 23, 1943 - Report to City Commission recommending a three year contract with Harland Bartholomei and Associates for technical services in preparing a comprehensive master plan.

January 17, 1944 - Report to City Commission recommending City Commission approval of the Chapel Street site for a Federal War Housing Project.

February 1, 1944 - Report to City Commission recommending a delay in the adoption of the War Housing Ordinance so that the matter could be considered later in connection with our consideration of the zoning ordinance. A comment was also expressed as to the legality of the ordinance as drawn.

April 11, 1944 - Report to City Commission recommending support of the proposed "ReDevelopment Companies' Law" then being considered in the New Jersey Legislature.

May 10, 1944 - Report to City Commission recommending enlargement of site for the proposed Dayton Street School from 2.9 acres to 5 acres so as to provide more adequate recreational facilities for residents of the neighborhood.

August 1, 1944 - Report to City Commission recommending a provision of Taxes on an investigation made for a proposed garden apartment project in the Weequahic section and recommending an appraisal to determine an equitable assessment for the project in advance of its construction.

September 23, 1944 - Report to City Commission requesting authorization to prepare applications for filing with the State Department of Economic Development for financial assistance in preparing contract plans and specifications for postwar projects of the City Departments.

November 3, 1944 - Report to City Commission recommending deferment of action to force extension of the Hudson and Manhattan Tubes to South Street and construction of a new station until the Planning Board has completed its Transportation studies.

November 10, 1944 - Report to City Commission recommending deferment of action on a request to provide a bus passenger shelter at Board and Rector Streets.

November 14, 1944 - Report to City Commission recommending investigation of proposed street improvement at 115th Avenue and Avenue L. Our report recommended that this project not be undertaken because the need was not sufficient to justify the cost involved.

December 10, 1944 - Report to City Commission recommending that the City retain ownership and only enter into a

short-term lease for 193 Washington Street at least until such time as our planning is advanced to the point of determining whether this property will be needed for city improvements.

February 2, 1945 - Report to Mayor Murphy and Commissioner Byrne analysing the Newark water supply and reporting that a surplus supply in excess of our future requirements existed and that if a favorable sale could be negotiated for part of the surplus the money received might be applied to reduction of the city debt. This report was turned over to Director Byrne for further study.

January 31, 1945 - Report to Commissioner Villani recommending retention of ownership by the City of the old Union Brewery property at least until such time as its possible need for a city improvement could be determined.

January 31, 1945 - Report to Mayor Murphy on the advisability of making public improvements as an inducement for an industry to acquire certain privately-owned water-front property in the industrial district. This report was transmitted to Commissioner Byrne by the Mayor.

April 3, 1945 - Report to Mayor Murphy furnishing information requested regarding federal and state funds available for postwar highway construction in the Newark area.

May 25, 1945 - Report to City Commission recommending their support of the Port of New York Authority's proposal to

construct a union motor truck terminal in Newark.

August 27, 1947 - Report of the Port of New York Authority
of lands in the Port Newark area for an industry requiring
minimum of 2,500 acres with waterfront facilities for a new
industrial development.

Union Motor Truck Terminal

The Central Planning Board having first satisfied itself that such a terminal would best fit Newark, has been cooperating with the Port of New York Authority in a study of possible sites for the location of a union motor truck terminal in Newark. The Port of New York Authority plans construction of the world's largest motor truck terminal on a site in Newark's industrial district. The terminal will handle motor truck freight consigned to the Newark area and similar freight originating here intended for trans-shipment in over-the-road carriers to other centers of commerce. It is believed that operation of this terminal will save both time and money for shippers and reduce traffic congestion on city streets. The project, scheduled to be built in 1946-1947, will cost approximately \$2,600,000 and will be operated by the Port of New York Authority on a self-sustaining basis.

County or Regional Planning

In the course of its work, the Planning Board has endeavored to view its planning on a regional basis and in those cases where conditions warranted it has been planning on a regional basis.

matters involving intra-municipal problems have been worked out in a cooperative way. The Board recognizes a definite need for some county or regional planning agency whose function would be the coordination of planning activities of the several municipalities. This need is particularly felt in the planning of county institutions and such facilities as highways, trunk sewers, etc. Our Board feels that any county or regional planning agency that might be established should be limited in its activities to planning county or regional facilities and coordinating intra-municipal planning but not duplicate the studies or interfere with local planning which is the responsibility of the official municipal planning boards.

Citizens Advisory Committee

Under the authority of State enabling legislation, the Mayor has recently appointed a Citizens' Advisory Committee to the Central Planning Board. This Committee having 178 members is representative of all phases of Newark's civic interests including commerce, industry, labor, veterans, social, welfare and civic organizations. The over-all committee is divided into 13 sub-committees each assigned to a special phase of the planning program on which it is to study and advise with the Planning Board.

The Central Planning Board welcomes the assistance and

advice which can come from this important and substantial group of Newark citizens and businessmen. Their interest in the planning movement and intimate contact with the public should do much to reflect the wishes of the general public in civic improvements recommended in the Comprehensive Master Plan. As an organized group, they can lend valuable support both to the Planning Board and the City Commission in seeing that the plan when adopted is put into execution.

The Central Planning Board has been withholding action on the Streets and Highways, Zoning and Port Newark reports so as to afford opportunity to the newly formed Citizens' Advisory Committee to study the rough draft of these reports and submit their comments and suggestions.

This procedure will enable the Planning Board to furnish the City Commission with reports that contain recommendations that reflect the composite views of the professional city planners, the Planning Board and the Citizens' Advisory Committee and should tend to promote a better understanding of the proposals and encourage popular public support.

Acknowledgments

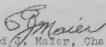
Our Board is encouraged in its work by the splendid cooperation extended to it by the Board of Commissioners,

employees and heads of the various City Departments, Civic Organizations and the Trade Associations. We also recognize and appreciate the better understanding of our program which is being gained by the public through cooperation of the Press. And not to be lost sight of is the friendly cooperation, sincere efforts, and personal sacrifices unstintingly put forth by all the members of the Central Planning Board and the capable and loyal devotion to their duties put forth daily by the employees of the Central Planning Board and the firm of Harland Bartholomew and Associates who are directing the technical studies.

This cooperation, growing understanding and devotion augurs well to our success in planning for a "Better Newark".

Respectfully submitted,

CENTRAL PLANNING BOARD OF THE CITY OF NEWARK

A handwritten signature in dark ink, appearing to read "E. Maier". The signature is fluid and cursive, with a large initial "E" and a stylized "Maier".

Edward J. Maier, Chairman

